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ABSTRACT

This staff paper examines the operational and organizational practices involved in utilizing the volunteer services of members of state councils on vocational education. Evaluative responsibilities, consultative services, and relationships are discussed, as well as comments and conclusions concerning the role of interdependence and leadership which the councils should maintain. The implications of P.L. 90-576 are covered, and provisions of that law dealing with State Advisory Councils and with industry-education cooperation and private sector participation in vocational-technical education are appended. Also included is a checklist of activities and services provided by local industry-education advisory committees. (CD)

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INDUSTRY AND COMMUNITY LEADERS IN EDUCATION

The State Advisory Councils on Vocational Education

Samuel M. Burt

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The State Advisory Councils on Vocational Education

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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By

SAMUEL M. BURT

October 1969

The W. E. Upjohn Institute for Employment Research
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The W. E. Upjohn Institute
for Employment Research

THE INSTITUTE, a privately sponsored nonprofit research organization, was established on July 1, 1945. It is an activity of the W. E. Upjohn Unemployment Trustee Corporation, which was formed in 1932 to administer a fund set aside by the late Dr. W. E. Upjohn for the purpose of carrying on "research into the causes and effects of unemployment and measures for the alleviation of unemployment."

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Foreword

We express our appreciation to the many state directors of vocational education and staff of the Bureau of Adult, Vocational, and Library Programs of the U.S. Office of Education who provided the information on which this paper is based. We are especially grateful to them for their gracious review of the several drafts of this paper. We are particularly indebted to the following for their assistance in preparing this report: Otto Pragan, Assistant Director, Department of Education, AFL-CIO; Jack Jennings, Counsel, General Subcommittee on Education, U.S. House of Representatives; Richard Smith, Associate Counsel, Committee on Labor and Public Welfare, U.S. Senate; Lowell Burkett, Executive Director, American Vocational Association; Mary Allen, Associate to the Executive Director for Government Relations, American Vocational Association; Robert B. McCall, Deputy Director, Education Commission of the States; Byrl Shoemaker, State Director of Trade and Industrial Education in Ohio; and Sherrill D. McMillen, Director of Program and Development Branch, Division of Vocational-Technical Education, U.S. Office of Education.

Samuel M. Burt has lectured at a number of seminars and universities and authored numerous published articles concerning volunteer services of business, industry, and the professions in the field of vocational and technical education. His book, *Industry and Vocational-Technical Education* (New York: McGraw-Hill Book Company, 1967), has become the text on use of industry advisory committees by vocational schools, community colleges, and technical institutes. He is also a coauthor of the Upjohn Institute staff paper, *Toward Greater Industry and Government Involvement in Manpower Development,* 1968.

Mr. Burt has served as special assistant to the Director of the U.S. Employment Service. For 13 years he was managing director of the Education Council of the Graphic Arts Industry. His prior experience has included both government and industry service in the Department of Defense, the Bureau of the Budget, Westinghouse Manufacturing Company, and the Educational Testing Service. He has also served as a consultant to the U.S. Department of Labor

and the U.S. Office of Education. Recently he spent a year with the Arkansas State Department of Education as consultant for a statewide study of its vocational-technical education system vis-a-vis its economic development plans and manpower needs. He has been a staff member of the Institute for two and one-half years.

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The author's views do not necessarily represent positions of the W. E. Upjohn Institute for Employment Research.

Herbert E. Striner
Director of Program Development

Washington, D.C.
August 1969

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INDUSTRY AND COMMUNITY LEADERS IN EDUCATION

The State Advisory Councils on Vocational Education

Introduction

It is estimated that over 100,000 business and industry leaders throughout the United States are voluntarily serving on some 20,000 advisory committees established by secondary and post-secondary schools to assist in the development of vocational and technical education programs. In Wisconsin alone there are over 4,000 representatives of management and labor on the advisory committees of local and area vocational schools and technical institutes. Both the Los Angeles Trade-Technical College and Denver's Opportunity School have over 600 industry representatives on their advisory committees.[1]

Practically every state department of education has issued either guidelines or regulations concerning the establishment and responsibilities of these committees. Rarely, however, is there any requirement for staffing these committees, or for the coordination of their work into a statewide system whereby the state department of education, state board of vocational education, and the state advisory council on vocational education (established prior to the Vocational Education Act Amendments of 1968) utilize local and area advisory committees to help establish state policies, priorities, and procedures. This non-system is expected to change. The legally mandated functions of the new state advisory councils on vocational education, as required by P.L. 90-576 (the 1968 Amendments to the Vocational Education Act of 1963), should help integrate the local and area vocational school advisory committees into a statewide system of advisory groups. The provisions of this law concerning the responsibilities of state advisory councils on vocational education (and the National Advisory Council on Vocational Education) are being viewed as the basis for ushering in a new era in industry-education cooperation at all levels—national, state, and local—in the field of vocational-technical education.

This law is unique in the national legislative history of federal aid to vocational education; for, in order to receive aid, a state must formally organize a group of volunteer business, community, and educational leaders to serve in an advisory capacity to the state board of vocational education.[2] Additional unprecedented features of the law explicitly describe the functions and responsibilities of the state advisory councils on vocational education (as well as the National Council) and make provision for funds for the employment of staff

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[1]Samuel M. Burt, *Industry and Vocational-Technical Education* (New York: McGraw-Hill Book Company, 1967), 520 pp.

[2]*Ibid.*, Chapter 10.
This chapter contains a detailed discussion of the federal and state legislative history dealing with advisory committees.

and consultants by the councils. The estimated 1,000 additional business, educational, labor, professional, and community leaders comprising the new state advisory councils are thus being provided the funds as well as the opportunity to exercise much needed leadership for developing a meaningful and effective system of industry-education cooperation in the states and the nation.

For over five decades vocational educators have contended that involvement of business and industry leaders not only gears vocational education programs to the needs of the student, the employer, and society, but also serves as a means of program support from the general public. Furthermore, this involvement brings to the school programs such resources from industry as loaned or donated equipment, donations of expendable supplies, and other services and facilities (see Appendix A) which would be beyond the capacity of the public schools to purchase. Recognition of this desire of industry to participate and be involved in vocational education, particularly noticeable in the last decade, has convinced many educators that the potential for industry-education cooperation goes far beyond provision of advice by industry. More and more, educators are referring to an industry advisory committee as a "cooperating committee," and are discussing industry-education cooperation in terms of educational partnerships between companies and schools. The delineation of responsibilities of the state advisory councils in P.L. 90-576 and other numerous references to industry-education cooperation and participation (see Appendix C) demonstrate congressional recognition that volunteer business, community, and state leaders are to be utilized in something more than an "advisory" capacity in vocational education policymaking and decisionmaking. That new meaning is being given to the term "advisory committee" is indicated in a recent letter from an associate commissioner in the Office of Education to members of a newly appointed advisory committee panel in which he stated, "The panel will do more than advise." The letter went on to state that the advisory committee was to develop and review guidelines, visit programs in operation, evaluate proposals, and assist in disseminating information.

The participatory role of the state advisory councils, however, must be clearly defined as not including involvement in administrative and operational matters at either the state or local level. Nor should the fact that the councils are to be established as entities separate from the state boards of vocational education be interpreted to mean that the councils are to function autonomously rather than interdependently. The need for the "separate" status of the councils was pointed out by former U.S. Commissioner of Education Harold Howe II in his testimony before the House of Representatives General Subcommittee on Education:

> The 1963 law made mandatory the creation of State advisory councils in all States [only] where persons familiar with the vocational education needs of management and labor in the State were not represented on the

State board which administers or supervises the administration of vocational education programs. The [National] Advisory Council on Vocational Education of 1968 stated:

> No reports are available that permit an evaluation of the contributions that the new boards have made. On the local level the old-established *ad hoc* committees have continued to give assistance to the planning and administration of vocational education programs, but in many States, the boards have yet to come to grips with their statutory duties.
>
> The responsibility to make better use of these committees rests, to a large extent, with the U.S. Office of Education to give leadership to the advisory committees on the national as well as on the State levels and to stimulate interest in the effective use of committees for planning, coordination and evaluation of programs.

I repeat this criticism of the U.S. Office of Education because I want to point out that, through the proposals that we are discussing here today, the Administration is clearly seeking the mandate through clearcut and responsible local, State and Federal activity for higher quality vocational education in the U.S. . . .

In this manner it is hoped that the State advisory committees in all 50 States will become effective arms of the State boards by transmitting the interests and needs of the employers, labor unions, and other "customers" interested in vocational education to the administrators, policy makers and teachers.

Let me also express the hope that through these State advisory councils we can make better "customers" of labor and industry by expanding vocational programs in the technical training areas and in the new and emerging occupations. . . .

Through widely representative State advisory committees, I am sure that we can develop more programs at this post-secondary level and encourage more schools, including junior colleges, community colleges and universities, to offer such programs.[3]

A number of other leaders in education, including legislators and representatives of national education associations, have expressed themselves in support of Dr. Howe and those provisions of the Act dealing with the state councils. Only one organization, the National Education Association, has raised the question of the possibility of the state advisory councils becoming "another

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[3] *Partnership for Learning and Earning Act of 1968,* Hearings on H.R. 15066, U.S. House General Subcommittee on Education, Committee on Education and Labor, 90th Cong., 2d sess. (Washington: 1968), pp. 24-25.

layer of governance," and has recommended that the legislation spell out that the councils are to be responsible to and directly subject to the state boards of vocational education.[4] The lawmakers did not agree with this suggestion. Instead, as Dr. Leon P. Minear (Director, Division of Vocational and Technical Education, U.S. Office of Education) pointed out in a recent statement:

> . . . each State must establish an *independent* [italics added] State Advisory Council to advise the State Board on the administration and evaluation of new programs and submit an annual evaluation report through the State Board to the Commissioner of Education.[5]

In another recent analysis of the implications of P.L. 90-576, John A. Beaumont, former Illinois State Director of Vocational-Technical Education, gives prominent attention to the role of the citizen in vocational education:

> Vocational education has a long history of citizen involvement, particularly in its use of advisory committees. At the local level, especially, these committees have been a key to success or failure of occupational training and resultant placement. Congress appears to be reinforcing the principle of quality vocational education. It has placed in the Amendments a number of requirements that will assure a broader use of lay talents as well as those of professionals in the vocational education movement.[6]

Whether these expectations and hopes will be realized and whether a new era in industry-education cooperation will emerge as the result of P.L. 90-576 will depend on the extent to which the state advisory councils on vocational education will (see Appendix B):

1. Operate as envisioned by Congress — as independent bodies assisting and advising the state boards of vocational education in the performance of their responsibilities.
2. Represent the interests of business and industry throughout their states in helping the state boards of vocational education and the state departments of education to make vocational-technical education relevant to the economic development needs of the various regional areas of their states.
3. Represent the interests of the various socioeconomic groups within their states in providing for their special educational needs — whether these groups be disadvantaged minorities or the more advantaged middle and upper classes.

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[4] *Ibid.*, p. 777.
[5] "Federal Assignment," *American Vocational Association Journal*, April 1969, p. 14.
[6] "The Broadened Scope of Vocational Education," *American Vocational Association Journal*, April 1969, p. 19.

4. Be able to persuade business, industry, and community leaders that service on the state advisory councils and local school and school system advisory committees is a meaningful and productive strategy for developing industry-education cooperative relationships.

5. Provide guidance, services, and leadership to the local schools and school system industry-education advisory (cooperating) committees and utilize them fully in discharging responsibilities of the state councils.

6. Along with the state boards of vocational education and other public and private organizations and agencies concerned with manpower development, training, and utilization, recognize the interdependency of their organizations and function accordingly.

7. Be able to command the attention of the state departments of education, the state boards of education, the governors, the state legislatures, the National Advisory Council on Vocational Education, and Congress.

In short, the problem is: How can a state advisory council function as an arm of the state board of vocational education, maintain its independent status, provide — and be provided — leadership to conduct its work in collaboration — yet interdependently — with the state board of vocational education and other state, district, and local groups, agencies, and organizations concerned with vocational-technical education, training, manpower development, manpower utilization, and economic growth?

While most states have already appointed their advisory councils at the time this paper is being written, few have yet had time to become operational. It is the purpose of this paper to assist the councils in organizing for the effective utilization of the services of their volunteer representatives of industry, education, and the general public. Little is known about such practices, particularly with respect to the state advisory councils. Insofar as local school advisory committees for vocational and technical education (which have been utilized for over 50 years) are concerned, effective utilization is still more the exception than the rule. Knowledge as to the operational and organizational practices of the state departments of education in utilizing the volunteer services of members of the state councils on vocational education is almost a complete void in terms of the literature on vocational education. It is hoped, therefore, that this author's analysis and suggestions dealing with the role, functions, organization, and management of the state advisory councils vis-a-vis the state boards of vocational education and local advisory committees will be found useful for adoption and adaptation by vocational and technical education administrators at both the state and local level, as well as by all the volunteers serving on these committees and boards.

Evaluative Responsibilities of the State Advisory Councils

The major responsibilities of the state advisory councils are in the field of evaluation. It is from these responsibilities, stated clearly and unequivocally in the 1968 Amendments, that most of the other duties, activities, responsibilities, and status of the state councils may be ascertained and derived.

Evaluations will need to be concerned, as pointed out by Dr. Walter Arnold,[7] with such factors, among others, as state financial aid policies to local educational agencies. The new law requires that "no local educational agency which is making a reasonable tax effort, as defined by regulations, will be denied funds for the establishment of new vocational education programs solely because the local educational agency is unable to pay the non-Federal share of the cost of such new programs."[8] It can be expected that any evaluation activities of the state departments, boards, and advisory councils will involve an examination of the financial aid policies to assure provision of resources to economically depressed areas so that these areas may meet their vocational education needs. In addition to evaluating local school district financial abilities, evaluation activities must be concerned with physical plant and other program resources; the number of school dropouts and unemployed being served; the number of handicapped persons being served; the number of socioeconomic disadvantaged persons being served; and the number of youths and adults being served in toto as compared to the number who should be served. The type of assessment being discussed herein deals, of course, on a broad basis in terms of principle rather than in terms of administrative detail such as "counting buckets and mops."

Furthermore, the evaluation process must be concerned with the manner and extent to which the manpower needs of the states and their various economic areas are being served, presently and for the future, by vocational and technical education (occupation by occupation and program by program). Consideration will have to be given not only to public school programs at the secondary and post-secondary levels, but also to private schools and other educational and training facilities and programs such as MDTA; vocational rehabilitation; exemplary projects;[9] cooperative work-study programs;[10] skill centers; technical education centers; residential vocational centers; Opportunity Industrialization Centers; prison training; contractual arrangements with private trade schools; union-management-operated training centers; and internal company training programs of private industry.

The state advisory councils shall, in accordance with the provisions of the 1968 Amendments:

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[7] "Washington Report," *Industrial Arts and Vocational Education,* February 1969, pp. 1-2.
[8] P.L. 90-576, Title 1, Part B, Section 123(a)(6)(G).
[9] P.L. 90-576, Title 1, Part D, Section 143(a)(2).
[10] P.L. 90-576, Title 1, Part G, Section 173(a)(1) and (2).

> Evaluate vocational education programs, services and activities [receiving P.L. 90-576 federal funds] and publish and distribute the results thereof, and
>
> Prepare and submit through the State Board [State Board of Vocational Education] to the Commissioner [U.S. Commissioner of Education] and to the National Council [National Advisory Council on Vocational Education] an annual evaluation report, accompanied by such additional comments of the State Board as the State Board deems appropriate, which evaluates the effectiveness of vocational education programs, services and activities carried out in the year under review in meeting the program objectives set forth in the long-range program plan and the annual program plan [required to be prepared by the State Board in consultation with the State Advisory Council — to be discussed in a later section of this paper] and recommends such changes in such programs, services and activities as may be warranted by the evaluations.[11]

Thus we find two distinct and explicit statements concerning the evaluation functions of the state advisory councils:

1. A statement calling for publication and distribution of the results of the councils' evaluation activities. (It should be noted that this statement is not limited to the annual evaluation reports.)

2. A statement calling for annual evaluation reports, including recommendations for changes, to be forwarded by the state boards of vocational education to the U.S. Commissioner of Education and the National Advisory Council on Vocational Education. A state board cannot change the report of its advisory council if it disagrees with the report in any way. A state board can only forward its council's report accompanied by such comments as the board deems appropriate.

These specific provisions make it abundantly clear that the advisory councils are not dependent on either the state departments of education or the state boards of vocational education for conducting their program evaluations. This independent status is further elaborated upon by another provision of P.L. 90-576 in which:

> State Advisory Councils are authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable them to carry out their functions under this title and to contract for such services as may be necessary to enable them to carry out their evaluation functions.[12]

A number of state directors of vocational education have recognized the intent of Congress to establish the state advisory councils as independent (al-

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[11] P.L. 90-576, Title 1, Part A, Section 104(b)(1)(C) and (D).
[12] P.L. 90-576, Title 1, Part A, Section 104(b)(4).

beit advisory) agencies within the vocational and technical education systems of their states. In correspondence and conversation with the author of this paper, several have said, in essence:

- The state advisory council is not an arm of the state board of vocational education. (See quotation to which footnote 3 refers.)
- The state advisory council will not be subservient to the board of vocational education.
- The state advisory council is an independent group.

This quest for independence on the part of advisory councils could lead to difficult working relationships between the councils and the state departments of education and boards of vocational education because these latter two groups are usually unwilling to have their legal and administrative responsibilities infringed upon in any way.

How to preserve the required degree of autonomy of the state advisory councils, and at the same time prevent duplication of effort and expense in conducting statewide evaluations heretofore considered the sole responsibility of the state departments of education and the state boards of vocational education, is a major concern of state directors of vocational education. Some are considering having the advisory council review and approve procedures used by the state department of education, but not engage in evaluation activities *per se*. Others see the council conducting evaluations in cooperation with and coordinated by the state department. One state director of vocational education sees the council evaluating the overall program without becoming involved with individual schools, and another sees a joint effort for the most part with the council conducting independent evaluations of a few local schools. Some directors believe that the council should utilize most of its funds[13] in contracting for outside consultant services for independent evaluations; others have indicated that the evaluations should be conducted by the full-time staff to be employed by the council.

Given the acknowledged primitive state of the art and methodology for evaluating the effectiveness of education generally and vocational education in particular, and the lack of nationally accepted models for conducting such evaluations, what seems to be called for at this time are cooperative and collaborative efforts in the collection of needed data, with the advisory councils exercising their independence in interpreting the data and developing their recommendations for needed change. Adoption of this policy by a state might result in the following recommended procedural steps:

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[13]P.L. 90-576, Title 1, Part A, Section 104(c) authorizes a minimum of $50,000 with a maximum of $150,000 per year. The current appropriations bill, however, does not provide these sums.

1. The state board of vocational education, with the advice of its council, would prepare regulations, strategies, and forms for use in conducting evaluations of vocational and technical education programs in local communities as well as on a statewide basis. This would include the compilation of all data considered necessary from the public, private, and other types of educational and training institutions and programs, as well as the demographic, industrial, and economic development data to be utilized in evaluating the effectiveness of vocational-technical education.

2. The state department of education would make arrangements for gathering data, conducting individual school evaluations, and compiling a report of the findings and recommendations. This report would be made available to the advisory council for study.

3. The advisory council would gather its own information concerning the status and needs of vocational education from its membership, any subcommittees formed by the council, and through one or more public meetings (discussed later in this paper). The council would also contract for the services of a consultant (1) to assist in reviewing the initial evaluation procedures developed by the state department of education and (2) to assist the council in interpreting the findings of the evaluation report of the state department. The consultant would also coordinate the findings developed by the council with the other reports of findings and prepare recommendations to be adopted by the council. The consultant might also be used for developing new strategies and techniques for evaluating local schools on an experimental and demonstration basis, or as a research project with funds provided jointly by the council and the state department of education.[14] In addition, the consultant might be used by the council to conduct an independent in-depth evaluation of one or more local schools and to compare findings of the state department's evaluation. Since any evaluation process is a continuing effort, it would be desirable for the state department to schedule its evaluation program on a district basis; as the reports are completed, they should be made available to the advisory council. Such a planned program would facilitate the entire effort, including the holding of public meetings and hearings as well as the issuance of the annual report. Minutes of all advisory council public meetings (district and statewide) would be made available to the state department of education and the board of vocational education. At least one combined statewide public hearing and meeting should be conducted jointly by the state department, the board, and the ad-

[14]P.L. 90-576, Title 1, Part C, Section 131(b)(2) empowers the state advisory councils to recommend research and demonstration projects for which grants are to be made by the state departments of education up to 90 percent of the cost. In recommending a project dealing with evaluation, an advisory council could offer to provide the additional 10 percent from its available funds.

visory council.[15] This joint public hearing should precede the preparation of the final evaluation report of the advisory council as well as the preparation of the final state plan to be submitted to the U.S. Office of Education.

4. The advisory council should publish its annual evaluation report and distribute copies to members of the state board of vocational education; all top staff of the state department of education and other state governmental agencies concerned with education, training, manpower, and economic development; members of local boards of education; superintendents and top staff of local school districts; statewide and local groups of businessmen and labor; the governor's office; and relevant committees of the state legislature. The report, as required by P.L. 90-576, will be forwarded to the National Advisory Council on Vocational Education and the U.S. Commissioner of Education by the state board with appropriate comments.

This suggested broadly outlined procedure for conducting evaluations should both preserve the independence of the state council and provide for maximum utilization, cooperation, and coordination of the resources of the state department of education and the board of vocational education without any duplication of effort, undue expenditure of limited educational funds, or infringement on the legal and administrative responsibilities of the department and the board.

Consultative Services of the Advisory Councils in Preparing State Plans for Vocational Education

Any effort to evaluate a program or activity must be conducted in terms of the stated objectives for the program or activity. For the vocational and technical education program of a state, the objectives (present and projected) are described in a state plan which must be approved by the U.S. Commissioner of Education before federal funds can be made available to a state. In the section of P.L. 90-576 dealing with the state plan, requirements are set forth that the state plan, submitted by the state board of vocational education, not only must have taken into consideration the evaluation conducted by the state advisory

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[15]P.L. 90-576 requires that the state advisory councils hold at least one *public meeting* annually "at which the public is given the opportunity to express views concerning vocational education" [Section 104(b)(3)]. A *public hearing* is required of a state board of vocational education prior to the submission of its state plan to the U.S. Commissioner of Education. The language of P.L. 90-576, Section 123(a)(3) reads: ". . . only after the State board (A) has given reasonable notice, and afforded a reasonable opportunity for a public hearing, and (B) has implemented policies and procedures to insure that copies of the State plan and all statements of general policies, rules, regulations, and procedures issued by the State board concerning the administration of such plan will be made reasonably available to the public . . . " Thus "public hearing" and "public meeting" appear to be similar in nature and could be held jointly in meeting the above two separate provisions of the law.

council, but also must have been prepared in consultation with the council. The specific relevant language of the law is indicated in the following quoted sections taken from the provisions concerning the state plan:

1. . . . has been prepared in consultation with the State Advisory Council on Vocational Education . . .[16]

2. [Sets forth both a long-range plan (three to five years), and an annual plan for vocational education in the state, which have] been prepared in consultation with the State Advisory Council . . .[17]

3. [Indicates the extent to which] consideration was given to the findings and recommendations of the State Advisory Council in its most recent evaluation report . . .[18]

4. [Assures that] due consideration will be given to the results of periodic evaluations of State and local vocational education programs, services and activities in the light of information regarding current and projected manpower needs and job opportunities, particularly new and emerging needs and opportunities on the local, State and national levels . . .[19] [Other considerations which must be taken into account in the state plan (and, by inference, must also be considered in conducting evaluations of local and state programs) deal with] relative vocational education needs of all population groups in all geographic areas and communities in the State, . . .[20] relative ability of particular local education agencies . . . to provide the resources necessary to meet the vocational education needs, . . . [and] cost of the programs, services and activities . . .[21]

5. . . . has been submitted only after the State Board has given reasonable notice and afforded a reasonable opportunity for a public hearing . . .[22]

While the obvious heavy involvement of the advisory councils in planning and evaluating the statewide programs of vocational education is recognized by the state directors of vocational education, time has not yet permitted them to develop administrative procedures for implementing this involvement. Some who have corresponded with the author have provided the following information concerning the preparation of their state plans in consultation with their state advisory councils:

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[16]P.L. 90-576, Title 1, Part A, Section 123(a)(1).
[17]P.L. 90-576, Title 1, Part A, Section 123(a)(4)(A).
[18]P.L. 90-576, Title 1, Part A, Section 123(a)(5)(E).
[19]P.L. 90-576, Title 1, Part A, Section 123(a)(6)(A).
[20]P.L. 90-576, Title 1, Part A, Section 123(a)(6)(B).
[21]P.L. 90-576, Title 1, Part A, Section 123(a)(6)(C) and (D).
[22]P.L. 90-576, Title 1, Part A, Section 123(a)(3).

- The state council will be brought into the picture as soon as a tentative plan is developed.
- A joint meeting of the state board and state council will be followed by a public hearing.
- The state department of education will review the state plan with the council during its preparation, and a joint public hearing will be held prior to submission to the state board of vocational education.
- The state department of education is expected to provide preliminary drafts of sections of the state plan to the council for review, reaction, and recommendations.

The indefiniteness of these statements indicates that procedural details have not yet been thought through. It is suggested, therefore, that consideration be given to the scheduling of the following procedural steps within a state:

1. As preliminary drafts of sections of the state plan are developed by the state department of education, copies will be sent to the advisory council for review and comments.
2. The advisory council will seek the advice of consultants, industry groups, local educational agencies, etc., as may be considered necessary for providing knowledgeable commentary to the state department of education on the draft sections of the state plan. Each section is to be reviewed and commented upon as soon as possible by the council.
3. Upon completion of the full draft of the proposed state plan, the state department of education will arrange for a joint public hearing of the state board and the advisory council to consider the plan and to present the findings and recommendations of the evaluation report of the council (discussed in detail later).
4. The state board will invite the advisory council to attend and participate in the meeting at which the board will review the final copy of the state plan to be submitted to the U.S. Commissioner of Education.

A key factor in the above-suggested schedule of events is the joint public meeting and hearing of the board and the advisory council for the dual purpose of discussing the evaluation report of the council and the following year's proposed state plan which must take into consideration the recommendations in the evaluation report. While the state board is not required to accept any of the recommendations, the face-to-face dialogue and joint consideration of the factors involved should result in relationships much more conducive to effective "consultation" between the two groups than separate preparation and review of lengthy reports and correspondence. Furthermore, the joint public hearing will not only satisfy the legislative requirements for a public meeting

and hearing of both bodies but will also permit both groups to benefit from immediate discussions which will take place as information and testimony are presented by interested individuals and organizations. In addition, the joint hearing should eliminate the necessity for a series of protracted separate meetings by both groups. Every effort must be made to conserve the time of the council and board members as well as the time of interested citizens desiring to present testimony at the public meeting.

Inviting the advisory council to attend the state board meeting at which the finalized state plan will be approved for submission to the U.S. Commissioner of Education presents an opportunity for resolution of any differences of opinion which may exist between the two groups concerning specific provisions of the state plan. Hopefully, such differences will be minimal since the procedural steps outlined above provide ample opportunity for discussion and consultation. Nevertheless, it is important that this meeting be held so that the opportunity is presented to avoid the possibility of any future acrimonious debate. Strained relationships are a distinct possibility if procedures for meaningful discussion and resolution of problems are inadequately considered.

Composition of the Advisory Councils

Since a state advisory council is discerned as serving a consultative planning and evaluation function to and for a state board of vocational education, it is vitally important that the members of the council be at the same peer level as members of the board, have the same degree of prestige in their communities and in the state, and hold roughly similar status positions in their companies and organizations. Otherwise, the board will tend to be only moderately influenced by the deliberations and recommendations of the council. By implication, as much as by the specific language of P.L. 90-576 concerning the functions and relationships of the advisory council vis-a-vis the board, the council is to play an important role in determining policy and regulations concerning vocational and technical education, e.g., the requirement of the law that members of the advisory council are to be appointed by the governor, except in those states where the state board of vocational education is elected.[23] In those few states, the board is to appoint the members of the council. Where the governor appoints members of the state advisory council, he also appoints members of the state board of vocational education.

In stating the qualification criteria to be observed by the appointing authority for an advisory council, the law requires that the members be "representative of" or "familiar with" the various facets of the education, training, manpower development, and industrial and labor programs and problems of a state.

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[23]P.L. 90-576, Title 1, Part A, Section 104(b)(1).

Thus, the membership, with two exceptions noted below, is not viewed as "representing" any special interest of any segment of a state. The exceptions are stated as follows:

> . . . representing school systems with large concentrations of academically, socially, economically, and culturally disadvantaged students . . .[24]

> . . . a person or persons representing State industrial and economic development agencies . . .[25]

The distinction between "representative of" and "representing" is important, for in the latter instance there is the connotation that special interest groups would submit the names of one or more candidates for appointment whom they consider as acceptable to represent their viewpoints. In the former instance, the appointing authority need not be concerned that the individuals selected for the council are acceptable to the particular special interest groups from which they are drawn, so long as they are familiar with and have knowledge and experience in the field of the special interest group. It would be interesting to learn how those members of the advisory council "representing school systems" are selected.

One of the required organizations to be represented on a state advisory council by a "person or persons" is CAMPS (the state Comprehensive Area Manpower Planning System).[26] It appears that some states have satisfied this requirement by appointing people who meet other qualifications and are also serving on CAMPS as representatives of their employing government agencies. For example, one state reported that five of its council members are also CAMPS members. There could be a question as to whether or not this arrangement satisfies the intent of the law.

There is only one nonqualifying clause stated in the criteria for selecting the membership of a council. State and local directors of vocational education are apparently not eligible for membership on a council. The language of the pertinent paragraph requires that a person or persons be appointed:

> . . . familiar with the administration of state and local vocational education programs, and a person or persons having special knowledge, experience, or qualifications with respect to vocational education and who *are not involved in the administration of State or local vocational education programs.*[27] [Italics added.]

This paragraph has been interpreted by the Office of Education to mean that state and local directors of vocational education are included among those

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[24]P.L. 90-576, Title 1, Part A, Section 104(b)(1)(A)(vii).
[25]P.L. 90-576, Title 1, Part A, Section 104(b)(1)(A)(i).
[26]P.L. 90-576, Title 1, Part A, Section 104(b)(1)(A)(vi).
[27]P.L. 90-576, Title 1, Part A, Section 104(b)(1)(A)(iii).

"familiar with the administration of state and local vocational education programs" but not among those "persons having special knowledge, experience, or qualifications with respect to vocational education." The author of this paper does not agree with this interpretation; but, even if he did, he would strongly recommend against a state director of vocational education serving as a member of a state advisory council on vocational education. Such appointment would place both the council and the state director in a tenuous position. The director would be serving as an adviser, consultant, and evaluator of himself and his program. Furthermore, his position of authority would tend to place considerable weight on his opinions in the deliberations of the advisory council and possibly inhibit discussion and further investigation of new approaches to a particular problem. These objections are not as valid concerning the appointment of local directors of vocational education to a state advisory council, but the law apparently does make them ineligible for appointment. However, it should be noted that a number of state and local directors of vocational education have been approved as members of state councils by the U.S. Commissioner of Education.[28]

Examination of a number of state advisory council membership lists indicates that council members hold responsible executive and administrative positions in their organizations and communities. Whether these positions are at the same level as those of the members of the state boards, however, cannot be determined without a similar analysis of state board membership.

While P.L. 90-576 does not establish any limit to the number of persons to be appointed to a state council, it has been determined by various authorities that a minimum of 12 would be needed to meet all the representation requirements. A number of states have appointed many more members than this minimum, with one state reporting a high of 27.

It is interesting to note that the National School Boards Association adopted the following resolution at its 1969 Annual Convention, April 12-15, in Miami Beach:

> The National School Boards Association urges that provision be made in existing law so that all members of state advisory councils for vocational education, established pursuant to the Vocational Education Amendments of 1968, be appointed by the state agency responsible for vocational education and assure, through proper review, that each state advisory council does include the broad representation provided for in the Vocational Education Amendments of 1968.

Representation from industry (management and labor) was apparently a problem in several states. In at least three instances known to the author of

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[28] *Ibid.*

this paper, after the governor received the recommended membership list of the council from the state education officials, a significant number of representatives from industry was added. In this connection, it is worthy of comment that both the Council of State Governments and the Education Commission of the States sent letters to all governors advising them of the importance of the new advisory councils. The Commission, in its letter of January 8, 1969, to the governors stated:

> These Councils can become an agent for desirable change if they are made operationally effective. We are hopeful that they will serve a "watchdog" function rather than that of "another pro forma committee."

From information provided by the staff of several governors, these letters did have the effect of putting the governors on notice to give careful consideration to the composition of the advisory councils. This interest of the governors reflects the growing movement throughout the United States for governors to become more involved in federally funded manpower development programs.

The author believes that at least 50 percent of the advisory council members should be representatives of business and industry. Since the maximum number of members is open-ended, there is no problem in achieving this percentage for each council by appointing additional members representing the business and industrial interests of the state. This recommendation is made from the point of view that employers, as a group, are representative of the major "power structure" of a state; their assistance in helping develop community and state support of any efforts to improve and expand vocational-technical education will depend upon the extent of their knowledge concerning the programs and problems of vocational-technical education.

In each of 10 states which provided detailed information on this subject, the state director of vocational education was responsible for drawing up the initial list of persons to be recommended to the governor or the state board. In some instances, other state agencies concerned with health, welfare, education, and industrial and economic development were requested to submit possible candidates; in other instances, such agencies voluntarily submitted names. Only one state director reported seeking nominees from business and professional trade associations. Another state reported that a separate list of candidates was submitted to the governor by the department of economic security. In this instance, the state advisory council on vocational education also serves in an advisory capacity to the department of economic security in the administration of the MDTA programs. The most prevalent procedure was for the state director of vocational education to draw up a list of candidates with the advice of other concerned state agencies and submit it to the chief state education officer; this officer, after reviewing the list, submitted it to the state board of vocational education. The state board then submitted its recommendations (if necessary) to the governor. The governor's office then reviewed the list,

made deletions and additions as considered desirable, and issued letters of invitation to the selected individuals to serve on the council.

Several states retained most or all of the members of their state advisory councils on vocational education which had been established in accordance with provisions of the Vocational Education Act of 1963. An advisory council had been required under this law if the membership of the state board of vocational education did not include representation from certain specified segments of the educational and industrial community of the state.

Representation of the different geographic areas of the states in the membership of the councils appears to have been more by accident than by design. Only two of the 10 reporting states considered geography in selecting members of the council. All the others felt that the membership did adequately represent the various geographic areas of their states.

It is interesting to note that one state reported the appointment of the presidents of the vocational youth groups (Vocational Industrial Clubs of America and others) as official members of the state advisory council. Following is the rationale for these appointments:

> Youth enrolled in vocational programs have an objective view of the manner in which such programs are meeting their occupational training needs. They are directly affected by statewide policies and regulations concerning occupational preparation programs and can provide valuable input on issues and alternatives from the perspective of interested and involved clients.
>
> One of the major functions of the State Advisory Council is to provide two-way communication between the general public, recipients of training, prospective employers, agencies concerned with manpower needs, and the agencies administering the vocational programs.
>
> Presidents of vocational youth groups have demonstrated responsible leadership and ability in representing their membership and can be valuable participants on the State Advisory Councils.[29]

The appointment of student group leaders to a state advisory council can be viewed as an exercise in attempting to assure relevancy of education to the needs of students. At the local level, several technical institutes and community colleges offering occupational education programs have advised the author of this paper that they are appointing students and recent graduates to their industry-education advisory committees to achieve this same goal. Involvement of students as members of advisory committees, at both the local and state level, is certainly worth considering from this point of view.

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[29]Letter dated April 18, 1969, to the author of this paper from Cola D. Watson, Director, Vocational-Technical Division, Department of Education, Vermont.

Organizational Structure, Administration, and Relationships of the State Advisory Councils

Probably because of the danger that any specific language in P.L. 90-576 dealing with the internal organizational structure of the state advisory councils might be considered "invasion of state rights," the law calls only for the scheduling of the first meeting, election of a chairman, and the convening of at least one annual public meeting. The pertinent section of the law states:

> Each State Advisory Council shall meet within thirty days after certification has been accepted by the Commissioner [U.S. Commissioner of Education] and select from among its membership a chairman. The time, place and manner of meeting shall be as provided by the rules of the State Advisory Council, except that such rules must provide for not less than one public meeting each year at which the public is given opportunity to express views concerning vocational education.[30]

The statement that the time, place, and manner of meeting shall be as provided by the *rules* of the state advisory council clearly leaves it to each state council to develop its own form of governance, internal structure, manner of operation, staffing pattern, and utilization of allocated funds in order to perform its role and discharge its responsibilities. Herein is further indication that the council is to consider itself as an independent agency in its *modus operandi* with respect to the state department of education and the state board of vocational education, albeit engaged in joint and cooperative activities.

Since each council will be developing its own procedural rules and methods of operation and management, it will be interesting to observe over the next few years which of the state councils are most effective and the extent to which differences in organizational structure affect success or failure.

Among the first differences to be noted, even at this early stage of council life, is the matter of terms of office of council members. The law does not specify any terms of office for state advisory councils, but it does so for the National Advisory Council.[31] Nevertheless, several of the state councils have adopted the three-year term of office for their members — the same as the National Council — with one-third serving one year; one-third, two years; and one-third, three years. In one state, the determination as to which members were to serve for a designated period of time was settled by drawing lots. In

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[30]P.L. 90-576, Title 1, Part A, Section 104(b)(3).

[31]P.L. 90-576, Title 1, Part A, Section 104(a)(1) establishes three-year terms of office for members of the National Advisory Council, "except that (i) in the case of the initial members, seven shall be appointed for terms of one year each and seven shall be appointed for terms of two years each, and (ii) appointments to fill vacancies shall be only for such terms as remain unexpired."

other states, the designation was made by the governor, probably at the recommendation of the state director of vocational education. The majority of states reporting on this matter did not designate any stated terms of office.

In developing evaluative judgments and recommendations for consideration by the state boards of vocational education and other involved state and national agencies and officials, some of the advisory councils will undoubtedly depend primarily on the data and reports provided by their staff; others, entirely on the state department of education. Some will seek the advice of consultants in analyzing the data provided; and still others will seek data and opinions from a variety of informed and concerned sources throughout their state, utilizing their staff and consultants for analysis and preparation of their recommendations. Whatever strategy is adopted will determine the organizational structure of the individual state advisory council. The structure, in turn, will depend upon the amount of time the members of the council can afford to give to service on the council. This time constraint can be a factor in limiting the usefulness of the council as an advisory and evaluative body in dealing with such a complex, extensive, and involved matter as the vocational-technical education system of the state and its communities. Yet this very complexity and its importance to the welfare of the people and the economic growth of the state dictate the need for the advisory council to seek ways and means to obtain as much informed opinion and as many recommendations from as many sources as possible throughout the state.

The argument might be made that a membership of 15 to 25, representative of various facets of the general public and the educational and industrial interests of the state, provides sufficient expertise for the council to reach knowledgeable and informed opinions as a body. This ignores the fact, however, that no single businessman can speak for all the businessmen of the state, nor can one or several school district superintendents speak for all the school superintendents. The vast array of interrelated problems affecting vocational and technical education — finances, housing, labor mobility, economic development, poverty, welfare, etc., of the several districts of the state and the state as a whole — demands a continuous flow of information from a variety of sources to the members of the council so that, together, by pooling their expertise and knowledge, they can arrive at sound judgments in developing their recommendations for action.

Taking all of these factors into account, the following organizational structure for state advisory councils on vocational education is suggested for consideration.

Industry Committees

First, in order to assure a continuous flow of information from the industry and business groups of a state as to vocational and technical education needs

and problems, the council should establish a number of separate industry and business committees, each representing a major industry or business group. It will be found that a number of industries can be served through a single committee by grouping related industries. For example, a communications industry committee would include printing and publishing, advertising, photography, radio and television, and related manufacturing and supplier groups. A food service and hospitality industry committee would include restaurants, hotels, motels, and other tourist industry facilities. A merchandising and distribution committee would include retail and wholesale stores, warehousing, and transportation. A health occupations committee would serve all the fields of medicine and public health. An agriculture committe would represent all facets of agriculture, including food processing. Under such arrangements, probably no more than 10 industry committees would be needed, even for a highly industrialized state. It is further recommended that council members serve as chairmen of these industry committees. Assuming, as was previously suggested, that representatives from industry comprise at least 50 percent of the council membership (it appears that a number of councils will have 20 members or more), there should be no problem in the matter of committee chairmanship. Even if there were not enough industry members on a council as established, there would be no problem in appointing additional representatives from industry since the law has not established a maximum number of members for the councils.

An alternative to the appointment of industry committees is to appoint the executives of statewide trade associations of major industry groups as ex-officio members of an advisory council. (One council reported 16 ex-officio members, all employees of the state department of education.) In this way the trade associations themselves can become the channel of communication for and between the council and industry groups throughout the state. Adoption of either one of these suggestions can serve to involve many hundreds of employers, administrators, and labor leaders in the deliberations of the council as it affects the supply, demand, education, and training of manpower for respective industries, businesses, and professions. It may also be desirable to organize committees of educators representing special interests of the educational field, or to appoint the executive secretaries of the major educational organizations in the state as ex-officio members of the advisory council. The same rationale applies to these committees as to the industry committees.

District Advisory Councils

The diversity of the geographic-socioeconomic areas of most states, their differing needs for vocational-technical education, and their relative abilities to finance the needed programs are matters of major concern in P.L. 90-576, as stated in Section 123 which deals with state plans:

> . . . due consideration will be given to the relative vocational education needs of all population groups in all geographic areas and communities in the state . . .[32]

Since the advisory council is to be consulted by the state board of vocational education when the state plan is drawn up, it is of utmost importance that the council be familiar with the education, manpower, and economic development programs and problems of the various geographic areas in the state.

Several strategies are available to the council to obtain the needed information. One is to arrange to receive a continuous stream of reports from the local and state CAMPS groups, as well as local and state agencies. A second strategy is for the council to hold open public hearings in different parts of the state during the year, or over a period of several years. A third is for the state council to establish district councils, each chaired by a member of the state council. Membership in a district council would consist of representatives of all the major industrial, business, economic, and educational interests in the geographic area served by the district council. The district councils would be responsible, as volunteer arms of the state advisory council, for making the vocational and technical education needs of their areas known to the state council; would cooperate with the state council in reviewing the proposed state plan as it affects their areas; participate in evaluations of school programs; assist in conducting manpower needs studies in their areas; etc.

As chairmen of the district councils, the most appropriate members of the state advisory council would be those members from the state legislature, department of labor, bureau of social security, economic development agencies, and the general public. They would undoubtedly welcome the public exposure afforded them through appointment as chairmen in the areas in which they reside. If there is an insufficient number of such persons in any presently constituted state council, the council membership should be enlarged.

Local School System Advisory Committees

The most important resource groups available to a state council are the advisory committees established by local school systems and individual secondary and post-secondary schools to serve their vocational and technical education programs. These advisory committees usually involve from five to 10 representatives from local businesses, industry, and the professions for which the school programs are offering occupational education and training. Thus, a school offering five vocational courses would have at least 25 to 50 business people participating in many ways in the conduct of these programs.[33] As in-

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[32]P.L. 90-576, Title 1, Part B, Section 123(a)(6)(B).

[33]See Appendix A for a list of the services and activities provided school programs by local industry-education advisory committees.

dicated earlier in this paper, large vocational schools, technical institutes, and junior colleges offering a number of vocational and/or technical courses, such as Los Angeles Trade-Technical College and Denver's Opportunity School, may have over 600 advisory committee members; and industrialized states, such as Wisconsin, will have several thousand people serving on the advisory committees of their local and area vocational-technical schools, technical institutes, and junior and community colleges.

The establishment of local school and school system vocational advisory committees has been left entirely to the states. Federal legislation, including P.L. 90-576, and the rules and regulations issued prior to the enactment of the new law by the U.S. Office of Education point out the need for industry-education cooperation at the local level, but simply infer the desirability of formally organized advisory committees.[34] Actually, there is no use of the phrase "local advisory committees." However, the U.S. Office of Education has consistently promoted the use of local advisory committees in all its occupational curriculum guidelines and in a special publication issued in 1960.[35] The American Vocational Association[36] and the American Association of Junior Colleges[37] have also published special booklets on this subject, and unequivocally support and promote utilization of local advisory committees. Independently the states, by means of legislation, rules and regulations, and provisions in their state plans and manuals of procedure, have really mandated the establishment of local vocational and technical education advisory committees. As an aside, it is interesting to note that the federal rules and regulations, issued in connection with the Vocational Education Act of 1963 state:

> The program of instruction *will be* [italics added] developed and conducted in consultation with potential employers and other individuals or groups of individuals having skills in and substantive knowledge of the occupation or occupational fields or occupational objective.[38]

This "will be" in the federal rules is changed to "shall be" in a number of state plans; and to "must be" in several state manuals of procedures.

No specific requirements are included in P.L. 90-576 for the establishment of local advisory committees. However, community involvement is provided for in that a state plan must set forth in detail the policies and procedures which assure that:

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[34]Burt (see footnote 1), Chapters 10, 11, and 12.
[35]U.S. Department of Health, Education, and Welfare, *Organization and Effective Use of Advisory Committees* (Washington: 1960).
[36]American Vocational Association, *Vocational Advisory Committees* (Washington: 1957). A completely revised edition is to be published late in 1969.
[37]Albert J. Riendeau, *The Role of the Advisory Committee in Occupational Education in the Junior College* (Washington, D.C.: American Association of Junior Colleges, 1967).
[38]*Administration of Vocational Education, Federal Allotment to States* (Washington: Government Printing Office, 1964).

> . . . applications from local educational agencies for funds have been developed in consultation with the representatives of the educational and training resources available to the area to be served by the applicant.[39]

Also, a state plan must provide for the state board and local educational agencies to enter into cooperative agreements with the system of public employment offices in obtaining occupational information needed by the educators in planning for and conducting vocational education programs. Additionally, there is permissive language providing:

> . . . that in the development of vocational education programs, services and activities . . . , there may be in addition to cooperative arrangements provided for in paragraph 8 [the system of public employment offices], cooperative arrangements with other agencies, organizations and institutions concerned with manpower needs and job opportunities, such as institutions of higher education, and model city, business, labor and community action organizations.[40]

Additional references to local community agency and employer participation in vocational education programs are contained in the section of the new law dealing with cooperative programs. It is required that a state plan:

> . . . shall set forth policies and procedures to be used by the State Board in establishing cooperative work-study programs through local educational agencies with participation of public and private employers.[41]

Further, this section requires that the policies and procedures must give assurance that:

> . . . necessary procedures are established for cooperation with employment agencies, labor groups, employers, and other community agencies in identifying suitable jobs for persons who enroll in cooperative work-study programs.[42]

It should be noted that local school vocational education advisory committees are utilized extensively in helping develop employment opportunities for students in cooperative programs (see Appendix A).

Two years ago, in commenting on the 50 years of vocational education experience in the utilization of local advisory committees, the author of this paper reported:

> Almost completely lacking are organized relationships among local industry-education committees with similar committees serving different

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[39]P.L. 90-576, Title 1, Part B, Section 123(a)(6)(F)(i).
[40]P.L. 90-576, Title 1, Part B, Section 123(a)(9).
[41]P.L. 90-576, Title 1, Part G, Section 173(a).
[42]P.L. 90-576, Title 1, Part G, Section 173(a)(2).

schools within the boundaries of a school system or in adjacent school districts; with state advisory councils; and with advisory committees of other agencies involved in manpower development and utilization programs. Thus it is almost impossible to develop a *system* of occupational education for a metropolitan labor market area. Some of the fault for allowing such fragmentation rests with local vocational and technical educators. *However, the starting point for effecting coordination of local programs, as well as of the groups involved in developing vocational and technical education policies is at the State level.* [Italics added.][43]

It was also reported that few state departments of education provided ongoing leadership and guidance to the local committees except in the form of bulletins advising local school administrators of the general role of advisory committees and procedures to be observed in organizing the committees and conducting meetings. Because of such limited leadership assistance, many local school advisory committees have been poorly utilized — not so much by intent as by lack of time and skill on the part of school officials in the art of dealing with advisory groups of citizens and businessmen. The need for special industry-education liaison staff to work with these committees was discussed by the author of this paper not only in his book[44] but also in testimony presented to the General Subcommittee on Education of the U.S. House of Representatives Committee on Education and Labor.[45]

It is hoped, therefore, that the rules and regulations issued by the U.S. Office of Education dealing with state advisory councils under P.L. 90-576 will be more specific than in the past as to the establishment of local school and school system advisory committees. If nothing more, the rules should acknowledge their existence!

Thus, the responsibilities of the newly established state advisory councils should serve to breathe new life into both the concepts and practicum of local advisory committees, particularly if the state councils organize along the lines suggested above, i.e., use industry committees and district councils, both of which would turn to the local school advisory committees for assistance and participation in their activities. As members of the local advisory committees and local school administrators realize that their committees are being called upon for a larger role — beyond that of participating in local school programs —, the importance and prestige of the local committees will be enhanced.

This added prestige should impress more community and business leaders to seek service on the local committees, as well as to persuade local school ad-

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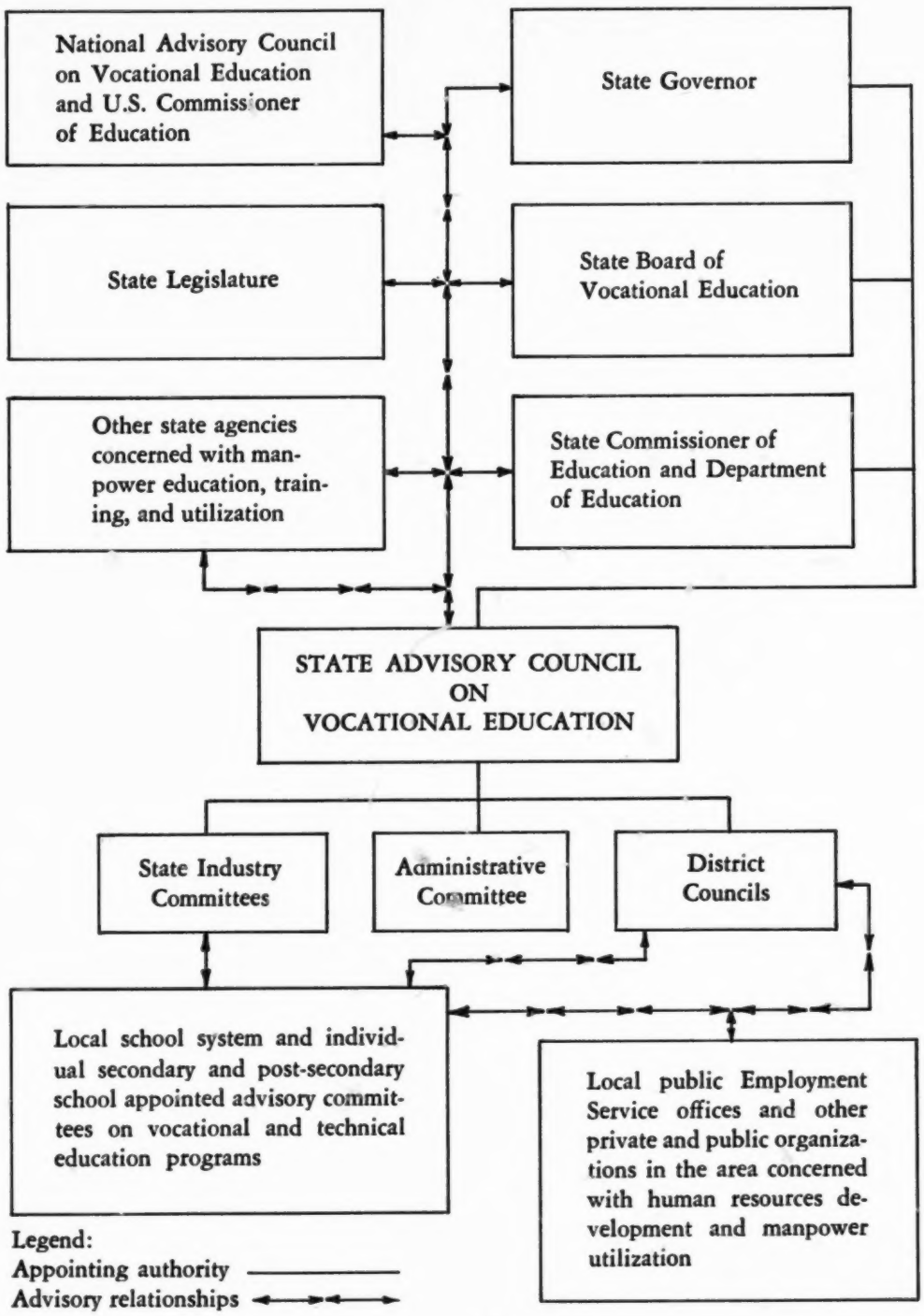
[43]Burt (see footnote 1), p. 300.
[44]*Ibid.*, Chapter 14.
[45]Hearings (see footnote 3), pp. 484-501.

ministrators to provide needed staff to develop more effective utilization of the committees at the local, district, and state level. In turn, the state council will be able to make meaningful use of the local advisory committees as the "eyes and ears" of its entire organizational structure.

The above-suggested organizational structure and its relationships are outlined in Figure 1. It should be noted that advisory relationships are indicated between the state advisory council and (1) the state board, (2) the governor (who appointed the council), (3) the National Advisory Council on Vocational Education and the U.S. Commissioner of Education (required by P.L. 90-576), (4) the state legislature, and (5) other state agencies concerned with manpower development and utilization. The advisory relationship with the governor in a number of states may be through the coordinator for human resources development programs or through a department of human resources development responsible for coordinating the activities of the various state agencies and advisory committees involved in manpower programs. Advisory relations, and indeed working relationships, between these agencies and the state advisory council on vocational education are dictated by the fact that the vocational and technical education system is the foundation stone for the entire manpower development program of the state.

Figure 1

Proposed Organizational Structure for State Advisory Councils on Vocational Education


National Advisory Council on Vocational Education and U.S. Commissioner of Education
State Governor
State Legislature
State Board of Vocational Education
Other state agencies concerned with manpower education, training, and utilization
State Commissioner of Education and Department of Education
STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION
State Industry Committees
Administrative Committee
District Councils
Local school system and individual secondary and post-secondary school appointed advisory committees on vocational and technical education programs
Local public Employment Service offices and other private and public organizations in the area concerned with human resources development and manpower utilization
Legend:
Appointing authority
Advisory relationships

Management and Staffing of Advisory Councils

The effectiveness of the organizational structure of the state advisory councils will depend, to a very large extent, on the capability of their staffs. While P.L. 90-576 provides funds for the employment of staff, the language of the pertinent section leaves it to the councils to determine the types of staff members to be employed and how the funds are to be utilized.

> State Advisory Councils are authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable them to carry out their functions under this title and to contract for such services as may be necessary to carry out their evaluation functions.[46]

> From the sums appropriated . . . for any fiscal year, the Commissioner [U.S. Commissioner of Education] is authorized to pay to each State Advisory Council an amount equal to the reasonable amounts expended by it in carrying out its functions under this title in such fiscal year, except that the amount available for such purpose shall be equal to 1 per centum of the State's allotment . . . but such amount shall not exceed $150,000 and shall not be less than $50,000.[47]

While each state council will have differing sums available for its use within the established minimum and maximum amounts, and some will be able to employ more staff and consultants than others, all the councils will be coping with the problems discussed in this paper and will have to develop an organizational structure and operating procedures best suited to their objectives and goals. Whether or not the funds available for staff and operations of the councils are sufficient remains to be seen, even assuming that Congress will appropriate the full amount authorized by P.L. 90-576. Among the questions with which the state departments of education and the advisory councils are now wrestling are: (1) Should office space and furniture be provided by the departments to the councils or should the councils rent their own space and purchase furniture; (2) should council staffs be state merit system employees assigned by the state departments or should they be employed by the councils outside the merit system;[48] and (3) should the departments or the councils pay travel expenses, per diem, or fees to the council members when they are engaged in council business, assuming that reimbursement for such expenses is to be made? If the councils are to pay rentals, purchase furniture, pay travel expenses of their members, etc., such payments will reduce the funds available

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[46]P.L. 90-576, Title 1, Part A, Section 104(b)(4).

[47]P.L. 90-576, Title 1, Part A, Section 104(c).

[48]The provisions of P.L. 90-576, Title 1, Part A, Section 104(a)(4) concerning the staff of the National Advisory Council states, "The Council is authorized, without regard to the civil service laws, to engage such technical assistance as may be required to carry out its functions, . . ."

for conducting their substantive work. Additionally, some of the councils may insist that in order to maintain their independence of the state boards and the state departments at least one staff person will be needed to handle the necessary paperwork and maintenance of financial records. This brings up the question of whether the state departments of education are to be responsible for auditing the financial records of the advisory councils.

Another question concerns per diem, honoraria, and travel expense for council members when engaged in council business. Will each council establish its own rate of payments or be governed by the rules and regulations of the state department of education?[49] The Conference Report on the 1968 Amendments states:

> The Senate Amendment contained a provision not included in the House bill, specifying that members of the State Advisory Council shall be entitled to receive compensation at rates not in excess of $50 per day from federal funds, as well as appropriate subsistence and travel expenses while away from home. While this provision has been deleted, it does not indicate any intention on the part of the conferees that members of these councils should not be suitably compensated.[50]

There will undoubtedly be a number of questions concerning the matter of paying for the costs of publishing and disseminating the reports prepared by and for the councils. The councils are to conduct evaluations and to "publish and distribute the results thereof."[51] These costs could become prohibitive. Perhaps other provisions of P.L. 90-576 may be so interpreted as to require the state boards to assume all or part of the costs of publishing and disseminating reports in which the state councils are involved. For example, federal funds are authorized for "evaluations required under this title and the dissemination of the results thereof."[52] Could the section of the law (quoted below) dealing with research, in which there is a reference to the state advisory councils, serve as the basis for the state boards to pay the costs of publishing and distributing council reports?

> . . . the dissemination of information derived from the foregoing programs or from research and demonstrations in the field of vocational education which programs and projects have been recommended by the State research coordination unit or by the State Advisory Council.[53]

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[49]P.L. 90-576, Title 1, Part A, Section 104(a)(3) provides for compensation to the members of the National Advisory Council at rates not to exceed $100 per day, and per diem allowances at the same rate as for all government employees.

[50]*Vocational Education Amendments of 1968,* Conference Report No. 1938, U.S. House of Representatives, 90th Cong., 2d sess. (Washington: 1968), p. 45.

[51]P.L. 90-576, Title 1, Part A, Section 104(b)(1)(C).

[52]P.L. 90-576, Title 1, Part B, Section 122(b)(3).

[53]P.L. 90-576, Title 1, Part C, Section 131(b)(iii).

A number of state directors of vocational education have advised the author of this paper that they are planning to provide the councils with office space and furniture and some staff services. Will the provision of these items have some subtle influence in making the councils less independent of the state boards than contemplated by Congress? The answer depends to a large extent on the qualifications of the persons selected as directors or executive secretaries of the state advisory councils, assuming that such persons will be appointed.

Even when funds do become available, there will be the question as to whether each council is to employ a director since the language of the law on the matter of staffing does not necessarily call for a director as such. Neither does the law call for the employment of a director for the National Advisory Council, but it may be interpreted as permissive in this regard.

> The [National] Council is authorized, without regard to the civil service laws to engage such technical assistance as may be required to carry out its functions.[54]

Furthermore, the 1968 National Advisory Council on Vocational Education recommended the employment of a director in the following statement:

> The National Advisory Committee [Council] on Vocational Education will not function properly unless full-time staff is assigned to coordinate its work with the Office of Education and to relate continuously the work of the office [Office of Education] . . .[55]

There was no similar mention concerning the need for full-time staff for the state advisory councils. Thus it is not surprising to find that a number of state advisory councils have not yet decided whether they will employ a full-time director, or if they do so, whether he will be primarily an administrator or an educator.

The suggested organizational structure and the *modus operandi* for a state advisory council (outlined above) strongly favor the appointment of a full-time director who has had successful executive and administrative experience in statewide organizations such as a Chamber of Commerce; a trade association; or a labor, fraternal, or youth organization. He must be skilled in arranging for large and small meetings; preparing agendas; writing reports for use by volunteer group members; and developing cooperative working relationships and flow of information with and between executives of other organizations in the education and manpower field. He must be able to deal with executives in

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[54]P.L. 90-576, Title 1, Part A, Section 104(a)(4).

[55]U.S. Department of Health, Education, and Welfare, *Vocational Education — The Bridge Between Man and His Work,* Publication 1, Highlights and Recommendations from the General Report of the Advisory Council on Vocational Education (Washington: 1968).

industry, labor, education, and the professions, as well as with legislative and community leaders. He must be willing to travel around the state during a good part of the year to attend meetings of a variety of groups interested in and concerned with vocational and technical education matters. He must seek out opportunities to provide leadership, guidance, and advice to the local school advisory committees and the various committees of the council, possibly providing a periodic news bulletin to all members of these committees. In all of these activities he must always serve as a representative of the state advisory council and be responsible to the chairman and the members. And he must constantly strive to maintain excellent cooperative relationships with the staff of the state department of education and members of the state board of vocational education.

The directors of the state advisory councils will be operating in uncharted waters, for they will have no precedents to serve them in developing formally organized statewide advisory structures. This lack is very much in evidence as plans for organizing the councils are being developed by state directors of vocational education who are currently assisting the councils in formulating policies and operational plans. For example, of the 10 state directors of vocational education who provided reports to the author of this paper:

1. Four think that the advisory council should depend on the state department of education for all reports dealing with vocational and technical education.
2. Six have not yet made any plans for dialogue with major industry and business groups.
3. Five indicated that no decision has been made about the establishment of formal organizational relationships with local advisory committees.
4. Six indicated that no decision has been made as to whether the state council is to serve as a member of CAMPS and other statewide planning groups concerned with manpower, education, and training.
5. Five expect the state council to employ a full-time director; four are not yet decided; and one has decided against this.
6. Four expected the council to have complete freedom in selecting the director.
7. Five stated that a director would not be appointed until funds are available under P.L. 90-576.

Whether or not any state advisory councils on vocational education organize and operate as outlined in this paper, it is obvious that many organizational and management questions must be resolved before they can begin to function as envisioned by Congress.

Comments and Conclusions

Laws which mandate cooperative relationships between two or more independent organizations whose memberships consist of volunteers can achieve the desired results only to the extent that the professional staffs of these organizations and the volunteer members desire and are willing to develop cooperative relationships. A good analogy might be a law decreeing that all marriages must be happy ones. Essentially, this is what the provisions of P.L. 90-576 call for in establishing the new state advisory councils on vocational education. There are many factors involved in facilitating or hindering the "happy marriages" envisioned in the law.

Undoubtedly there are some state directors and boards of vocational education who will resent what they consider the intrusion of another organization into their long-established domain. Many believe that had federal funds been provided to their departments for staffing and administering statewide advisory organization efforts, there would be no need for state advisory councils and the "shotgun marriages" as they see them. Now that money is to be made available, they are subtly and ingeniously utilizing the interim period (between the establishment of the councils in April 1968 and receipt of federal funds) to make the state advisory councils subordinate to and dependent on the state boards. Some of these techniques were indicated in earlier parts of this paper.

One of the more interesting developments which has taken place as a result of the state advisory council provisions of P.L. 90-576 was the passage of a new law by Texas which created an advisory council for technical-vocational education. This council of 21 members was appointed by the state board of education after a recommendation concerning the membership by the Governor and subject to confirmation by the Senate (Texas S.B. No. 621, April 22, 1969). The council is given a broad mandate and specific leadership responsibility for involving industry and other private and government agencies for evaluating and improving the vocational and technical education system of Texas. This law makes the council almost co-equal with the state board of vocational education, although the state board retains control of funds and is vested with final authority to accept or reject the recommendations of the council. It is intriguing to note the following provisions of this law:

> Section 15(b) Recommendations of the State Advisory Council submitted to the State Board for Vocational Education must be acted upon, and either accepted or rejected.
>
> (c) Any recommendations which are rejected must be returned immediately to the Advisory Council.

This law is reproduced in its entirety as Appendix D.

Independence Versus Interdependence

Part of the concern of the state directors as to the "independent" status of the state advisory councils is well taken. It seems that a number of authorities in the field are placing too much emphasis on the need for independence. Actually, from the analysis of the role and function of the state councils contained in this paper, there emerges a clear call for their "interdependence" with all other groups, agencies, and organizations dealing with employment, economic development, human resources development, education, training, and manpower utilization. Recognition of this interdependence of all such concerned groups places the role of the state advisory councils in proper perspective as arms of the state boards of vocational education. These arms may function independently to the same extent as the arms of any viable body. But they are still part of the body. Thus the organizational structure and management of the state councils must ever be concerned with strengthening their cooperative characteristics in providing advisory, consultative, and evaluative services to the state boards and other agencies and officials. Since the state advisory councils have no administrative responsibilities for the functioning of the vocational and technical education systems of the states, they are in an ideal position to serve as the central coordinative bodies for all the other state agencies and organizations whose activities and programs have an impact on vocational-technical education.

The very nature of the interdependence of vocational and technical education with all other facets of our educational system is a further compelling reason for the state advisory councils on vocational education to function interdependently, rather than as independent agencies. For too long general educators have considered vocational education as a separate and distinct part of education, and vocational educators have felt the necessity to stress their independence in order to remain in existence. This concept and the policies and practices spawned by it have in fact held back acceptance by the general public of the rightful role of vocational education in the educational development of our nation's youths. Perhaps as the impact of the efforts of the advisory councils takes hold, particularly with school principals, superintendents, and boards of education, vocational-technical education will be accorded its proper place in the total educational system. It should not surprise us to find that the audience to which the vocational educators need to address themselves is the professional educators who run our schools, rather than the general public.

Too great a stress on the independent status of the state advisory councils could easily lead to attempts to operate them as separate and even autonomous bodies. It is believed that the organizational structure suggested in this paper, accompanied by enlightened leadership of staff and effective utilization of the volunteer services of concerned business and community leaders at the local, district, and state level, will assure the proper balance of independence and interdependence for the state advisory councils.

Providing Leadership

The state advisory councils on vocational education are ideally suited to provide guidance and leadership to the volunteer advisory committees serving local community and area secondary and post-secondary schools offering vocational and technical education and training. Much will depend, however, on how the staffs of the state councils view their responsibility for such leadership and, in turn, whether or not the U.S. Office of Education (or possibly the National Advisory Council on Vocational Education) will encourage and assist the state councils to function in a leadership capacity. The necessity for an active leadership role by the U.S. Office of Education was recognized by the 1968 National Advisory Council on Vocational Education in its statement:

> The State Advisory Councils cannot function properly unless the Office of Education gives leadership to the States, through guidelines and publications, on how to successfully use advisory committees for the purpose of reviewing existing programs and policies, and in originating new programs.[56]

Some of the specific leadership activities which might be undertaken by the state advisory councils on vocational education (in addition to those responsibilities required by P.L. 90-576) with guidance from the U.S. Office of Education and in cooperation with the state boards of education, the state departments of education, and local school advisory committees would be concerned with conducting statewide campaigns such as:

1. Encouraging employers to participate in local school cooperative work-study programs.
2. Persuading employers to pay higher entry-level wages and salaries to graduates of vocational and technical education programs than are paid to new employees without benefit of such backgrounds.
3. Involving large numbers of employers in providing vocational guidance counseling services to schools, including career fairs, visits to businesses and factories, etc.
4. Encouraging high school students to enroll in vocational programs in high schools and to continue in post-high school institutions.
5. Persuading employers to encourage employees to enroll in evening school upgrading programs and basic literacy programs offered by local schools and school systems.
6. Encouraging employers to participate in the improvement of the vocational and technical education programs of their local schools and school systems.
7. Persuading employers to register all their job vacancies with the state em-

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[56] *Ibid.* (See page 29.)

ployment service so that the various manpower development agencies, including schools, can be provided meaningful and relevant data concerning manpower needs.

8. Persuading local employers, in cooperation with schools and other educational and training organizations (including the Urban Coalition and National Alliance of Businessmen local groups), to provide skill upgrading programs in their plants, individually or cooperatively, for underemployed and educationally disadvantaged individuals.

9. Persuading the general public, including educators, of the role and value of vocational and technical education in the total educational process of youths.

For the state advisory councils to become involved effectively in such a variety of admittedly desirable programs, it would be necessary for the U.S. Office of Education (or possibly the National Advisory Council on Vocational Education) to arrange a series of regional and national meetings each year for formulating the necessary strategies and procedures to be used by the state councils and their members. This will require, of course, the appointment of at least one full-time staff member at the national level who will be responsible for arranging for the meetings, publishing needed literature, conducting a constant stream of communication between the national and state councils, and serving in a consultative capacity to the state councils.[57]

The great expectations for the new advisory councils will be made possible only if we admit the truth about our failures with the 1963 Vocational Education Act state advisory councils. Former U.S. Commissioner of Education Howe laid the blame squarely on the Office of Education for not having provided leadership to the state councils (see page 2). He is undoubtedly correct. While the U.S. Office of Education was almost ignoring the state advisory councils during the period 1963-1967, the U.S. Department of Labor pursued an aggressive policy of organizing a local and regional Manpower Development and Training Act (MDTA) Advisory Committee structure with a national office and staff to provide leadership. Similar advisory committees of knowledgeable and concerned business and community leaders have been appointed in connection with regional economic development commissions, poverty programs, model cities, etc. Many members of local school system vocational education advisory committees and of the state advisory councils have served and are serving on local and state MDTA advisory committees and the committees for the other programs mentioned above. That these business and community leaders are willing to give of their time and services to these various committees validates the concept of the interdependence of such programs and other programs dealing with education, manpower, and human resources

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[57]The author is indebted to Joseph Tuma, Chairman of the Michigan State Advisory Council on Vocational Education, for this suggestion.

development and utilization. Despite considerable criticism of the MDTA advisory committees, they are functioning in an organized manner and are improving with the help of the national staff. On the other hand, many local vocational education advisory committees and state councils continue to function poorly, if at all. Despite frustrating experiences, members of these committees and councils, as well as other business and community leaders, continue their willingness to serve. They realize that some of the major reasons for their previous frustrating and unproductive efforts may be corrected by the provisions of P.L. 90-576 which specifically delineate the functions of the state advisory councils and provide funds for employment of staff and consultants. Highly motivated to achieve socially desirable results through cooperative effort, a large number of public-spirited business, industry, and community leaders are accepting service on the new advisory councils in the hope that "this time" some good will come of their efforts. They are encouraged by the fact that both the statement of the functions of the councils and the provision of operating funds will lead to an effective organizational structure capable of rational planning and relevant response.

If this opportunity for providing needed leadership to the state advisory councils is missed by the U.S. Office of Education and the state departments of education, as it was under the 1963 Vocational Education Act, there is little hope for more than a few state councils to function effectively. This would be particularly distressing since not much more is required from the professional educators than commitment to the extent of employing a few people in the U.S. Office of Education to be responsible for full-time leadership service to the state advisory councils and their staffs. If such commitment is not made, Congress will undoubtedly legislate this requirement, despite its hesitancy to become involved in management details of government agency programs. An even more disastrous possibility for vocational education, however, is that representatives of industry and the general public may persuade Congress to seek other agencies and instrumentalities for utilizing the volunteer services of interested and knowledgeable community and state leaders for achieving needed improvement and expansion of the vocational and technical education system of our states and the nation.

At this moment in time, however, the author sees the state advisory councils on vocational education as instrumentalities for involving, in an organized manner, so many business and community leaders in vocational-technical education that their very numbers could well exceed those serving on local school boards, and easily rival the boards in importance, prestige, and power for effecting change and improvement in public education. Even more importantly, however, as ever greater numbers of volunteers participate and become involved in public education, sufficient pressures will be generated to develop a leadership movement from national educational and industry organizations concerned with industry-education cooperation. The time for such leadership is long overdue.

Appendix A

*Checklist of Activities and Services Provided by Local Industry-Education Advisory Committees**

Student Recruitment, Selection, and Placement

1. Encouraging young people (and parents) to consider vocational and technical education and training through visits to "feeder schools," speeches to civic clubs, career day meetings, etc.
2. Assisting in the screening of students applying for admission to the courses.
3. Participating in the development of aptitude tests for selection of students.
4. Providing information concerning desirable aptitudes, education, and experience background which applicants for entry level jobs should have so that educators may properly plan their student recruitment, as well as educational and training programs.
5. Arranging plant or field trip visits for students and counselors.
6. Providing vocational guidance literature to teachers, counselors, and students.
7. Assisting and participating in surveys of local industry manpower needs.
8. Assisting in the development of aptitude tests, achievement tests, and certification and licensing tests concerned with initial employment of school graduates.
9. Placing students in part-time work during school year or summer vacations.
10. Placing school graduates in jobs.

Instructional Program

1. Assisting in the preparation and review of budget requests for laboratory and shop equipment and supplies.
2. Evaluating physical conditions, adequacy of equipment, and layout of laboratory or shop.
3. Assisting in the development and review of course content to assure its currency in meeting the changing skill and knowledge needs of the industry.
4. Obtaining needed school equipment and supplies on loan, as gifts, or at special prices.

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*Samuel M. Burt, *Industry and Vocational-Technical Education* (New York: McGraw-Hill Book Company, 1967), Chapter 3.

5. Assisting in the establishment of standards of proficiency to be met by students.
6. Assisting in the development of school policy concerning the kinds and volume of production work or "live jobs" to be produced by students so that this work will be of instructional value in the educational program.
7. Establishing and maintaining a library of visual aids, magazines, and books concerning industry.
8. Assisting in the development of special educational and training programs conducted with funds made available by the Manpower Development and Training Act, the Economic Opportunity Act, etc.
9. Assisting in the development of evening school skill improvement and technical courses for employed plant personnel.
10. Assisting in the development of apprenticeship and on-the-job training related courses.
11. Arranging plant or field trip visits for teachers.
12. Providing sample kits of raw materials, finished products, charts, posters, etc., for exhibit and instructional purposes in classrooms and shops.
13. Assisting in the establishment of student fees and charges for courses and programs.

Teacher Assistance

1. Providing funds to assist local teachers to attend regional and national meetings of industry and teacher organizations.
2. Arranging meetings of teachers to establish cooperative relationships between the schools and industry.
3. Arranging summer employment for teachers.
4. Assisting in the establishment of teacher qualification requirements.
5. Conducting clinics and in-service and out-service training programs for teachers.
6. Arranging for substitute or resource instructors from industry to assist regular teachers.
7. Subsidizing teacher salaries in such unusual cases as may be necessary to obtain qualified instructors.
8. Paying industry organization membership dues for teachers.
9. Providing awards and prizes to outstanding teachers.

Student Recognition

1. Providing scholarships and other financial assistance for outstanding graduates who wish to continue their education and training.
2. Providing prizes to outstanding students.

Public Relations

1. Providing speakers to address trade and civic groups concerning the industry's education and training program in the school.
2. Providing news stories concerning school programs to magazines published for specific industry groups.
3. Providing news stories concerning school programs to local news media.
4. Attending meetings in support of vocational and technical education which may be called by local and state school officials, boards, and legislative groups.
5. Participating in radio and television programs designed to "sell" vocational and technical education to the public.
6. Contributing funds to advertise specific school occupational education and training programs.
7. Advising employees and their families concerning school programs by posting the information on bulletin boards, news stories in company publications, and enclosures in pay envelopes.

Appendix B

Provisions of P.L. 90-576 Dealing With State Advisory Councils

Title I, Part A, Section 104

(b) (1) Any State which desires to receive a grant under this title for any fiscal year shall establish a State advisory council, which shall be appointed by the Governor or, in the case of States in which the members of the State board are elected, by such board, and which shall—

(A) include as members a person or persons—

(i) familiar with the vocational needs and the problems of management and labor in the State, and a person or persons representing State industrial and economic development agencies,

(ii) representative of community and junior colleges and other institutions of higher education, area vocational schools, technical institutes, and postsecondary or adult education agencies or institutions, which may provide programs of vocational or technical education and training,

(iii) familiar with the administration of State and local vocational education programs, and a person or persons having special knowledge, experience, or qualifications with respect to vocational education and who are not involved in the administration of State or local vocational education programs,

(iv) familiar with programs of technical and vocational education, including programs in comprehensive secondary schools,

(v) representative of local educational agencies, and a person or persons who are representative of school boards,

(vi) representative of manpower and vocational education agencies in the State, including a person or persons from the Comprehensive Area Manpower Planning System of the State,

(vii) representing school systems with large concentrations of academically, socially, economically, and culturally disadvantaged students,

(viii) having special knowledge, experience, or qualifications, with respect to the special educational needs of physically or mentally handicapped persons, and

(ix) representative of the general public, including a person or persons representative of and knowledgeable about the poor and disadvantaged, who are not qualified for membership under any of the preceding clauses of this paragraph;

(B) advise the State board on the development of and policy matters arising in the administration of the State plan submitted pursuant to part B of this title, including the preparation of long-range and annual program plans pursuant to paragraphs (4) and (5) of section 123(a);

(C) evaluate vocational education programs, services, and activities assisted under this title, and publish and distribute the results thereof; and

(D) prepare and submit through the State board to the Commissioner and to the National Council an annual evaluation report, accompanied by such additional comments of the State board as the State board deems appropriate, which (i) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the program objectives set forth in the long-range program plan and the annual program plan provided for in paragraphs (4) and (5) of section 123(a), and (ii) recommends such changes in such programs, services, and activities as may be warranted by the evaluations.

(2) Not less than ninety days prior to the beginning of any fiscal year ending after June 30, 1969, in which a State desires to receive a grant under this title, that State shall certify the establishment of, and membership of, its State Advisory Council to the Commissioner.

(3) Each State Advisory Council shall meet within thirty days after certification has been accepted by the Commissioner and select from among its membership a chairman. The time, place, and manner of meeting shall be as provided by the rules of the State Advisory Council, except that such rules must provide for not less than one public meeting each year at which the public is given opportunity to express views concerning vocational education.

(4) State Advisory Councils are authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable them to carry out their functions under this title and to contract for such services as may be necessary to enable them to carry out their evaluation functions.

(c) From the sums appropriated pursuant to section 102(c) for any fiscal year, the Commissioner is authorized (in accordance with regulations) to pay to each State Advisory Council an amount equal to the reasonable amounts expended by it in carrying out its functions under this title in such fiscal year, except that the amount available for such purpose shall be equal to 1 per centum of the State's allotment under section 103, but such amount shall not exceed $150,000 and shall not be less than $50,000.

Appendix C

Provisions of P.L. 90-576 Dealing With Industry-Education Cooperation and Private Sector Participation in Vocational-Technical Education

P.L. 90-576 calls for industry involvement in vocational and technical education, in addition to service on the state advisory councils and the National Advisory Council, in a number of meaningful ways.

1. Manpower Needs Studies

To comply with the section pertaining to state plans in the development of plans for vocational education programs, due consideration must be given to current and projected manpower needs and opportunities at the local, state, and national level [Sec. 123(a)(6)(A)]. Information, of course, must be obtained from employers either by school people, by the Employment Service, or jointly, for use by the educational planners. In addition to obtaining such information through the Employment Service, cooperative arrangements may be made with "other agencies, organizations and institutions concerned with manpower needs and job opportunities such as institutions of higher education, and model city, business, labor and community action organizations" [Sec. 123(a)(9)].

2. Research

The section of the law dealing with research (Title 1, Part C) provides for research and demonstration projects to be conducted by public and private agencies, organizations, and institutions under contracts to be granted by the state boards. The monies for such contracts are to come from the 50 per centum of the research funds appropriated for use by the states and not under the jurisdiction of the U.S. Office of Education. While these latter funds may not be used for contracting with for-profit organizations, such restriction is not imposed on the research grants to be made by the states. However, the states may pay only 90 percent of the costs of programs and projects for research and training programs and experimental, developmental, and pilot programs "designed to meet the special vocational needs of youth, particularly youths in economically depressed communities who have academic, socio-economic, or other handicaps that prevent them from succeeding in the regular vocational education programs, and (iii) the dissemination of information derived from the foregoing programs or from research and demonstrations in the field of vocational education, which programs and projects have been recommended by the State research coordination unit or by the State Advisory Council" [Sec. 131(b)].

It is interesting to note that while private sector for-profit organizations may not receive funds from the U.S. Office of Education to conduct research, public and nonprofit agencies and institutions may receive grants for projects in the development of new careers and occupations in the private sector [Sec. 132(6)(B)].

3. Private Schools

Federal funds granted to states for purposes of vocational education may be used by the states in accordance with approved state plans for:

> . . . provision of vocational training through arrangements with private vocational training institutions where such private institutions can make a significant contribution to attaining the objectives of the State Plan, and can provide substantially equivalent training at lesser cost, or can provide equipment or services not available in public institutions [Title 1, Part B, Sec. 122(a)(7)].

> The term "private vocational training institution" means a business or trade school, or technical institution or other technical or vocational school, in any state, which (A) admits as regular students only persons who have completed or left elementary or secondary school and who have the ability to benefit from the training offered by such institution; (B) is legally authorized to provide, and provides within that State, a program of post-secondary vocational or technical education designed to fit individuals for useful employment in recognized occupations; (C) has been in existence for two years or has been specifically accredited by the Commissioner as an institution meeting the other requirements of this subsection; and (D) is accredited (i) by a nationally recognized accrediting agency or association listed by the Commissioner pursuant to this clause, or (ii) if the Commissioner determines that there is no nationally recognized accrediting agency or association qualified to accredit schools of a particular category, by a State agency listed by the Commissioner pursuant to this clause, or (iii) if the Commissioner determines that there is no nationally recognized or State agency or association qualified to accredit schools of a particular category, by an advisory committee appointed by him and composed of persons specially qualified to evaluate training provided by schools of that category, which committee shall prescribe the standards of content, scope and quality which must be met by those schools and shall also determine whether particular schools meet those standards. For the purpose of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations and State agencies which he determines to be reliable authority as to the quality of education or training afforded [Title 1, Part A, Sec. 108(11)].

4. Curriculum Development

In the section of law dealing with curriculum development [Title 1, Part I, Sec. 191(c)(1)], the U.S. Commissioner of Education, after consultation with the appropriate state agencies and the National Advisory Council, may make:

> . . . contracts with public or private agencies, organizations, or institutions
>
> (A) to promote the development and dissemination of vocational education curriculum materials for use in teaching occupational subjects, including curriculums for new and changing occupational fields;
>
> (B) to develop standards for curriculum development in all occupational fields;
>
> (C) to coordinate efforts of the States in the preparation of curriculum materials and prepare current lists of curriculum materials available in all occupational fields;
>
> (D) to survey curriculum materials produced by other agencies of Government, including the Department of Defense;
>
> (E) to evaluate vocational-technical education curriculum materials and their uses; and
>
> (F) to train personnel in curriculum development.
>
> For purposes of this subsection, "curriculum materials" means materials consisting of a series of courses to cover instruction in any occupational field in vocational education which are designed to prepare persons for employment at the entry level or to upgrade occupational competencies of those previously or presently employed in any occupational field.

This provision of P.L. 90-576 is seen as inviting private for-profit education research organizations and companies engaged in producing "hardware" and/or "software" for use in vocational and technical education to contract with the U.S. Office of Education in developing and producing courses of study and instructional materials, and in evaluating their use.

5. Exemplary Programs

In the section of the law dealing with exemplary programs and projects (Title 1, Part D), there is a provision permitting state boards to make grants and contracts with "public or private agencies, organizations or institutions including business and industrial concerns" to develop, establish, and operate "exemplary and innovative occupational education programs or projects de-

signed to serve as models for use in vocational education programs" [Sec. 142(d)]. Furthermore, such programs may include "exchanges of personnel between schools and other agencies . . . including manpower agencies and industry" [Sec. 143(a)(2)(E)].

6. Cooperative Vocational Education Programs

Among the unique provisions of P.L. 90-576 is Title 1, Part G, dealing with cooperative vocational education programs. For the first time in federal legislation dealing with vocational education, employers can be reimbursed "when necessary for certain added costs incurred in providing on-the-job training through work experience" (Sec. 171). The state plan, prepared in consultation with the state advisory council, must include the "policies and procedures to be used by the state board in establishing cooperative work-study programs through local educational agencies with participation of public and private employers" [Sec. 173(a)]. Assurance must be given that procedures are established for cooperation with employers and other community groups in identifying suitable jobs for persons who enroll in cooperative work-study programs, and that reimbursement of added costs is made to employers for on-the-job training which is related to "existing career opportunities susceptible of promotion and advancement and does not displace other workers who perform such work" [Sec. 173(a)(3)].

7. Improving Professional Leadership

The section of the law dealing with opportunities for experienced vocational educators to develop their professional leadership abilities and update their occupational competencies (Title II, Part F, Sec. 551) provides for "exchanges of personnel between vocational education programs and commercial, industrial, or other public or private employment." Grants can be authorized by the U.S. Commissioner of Education to state boards [Sec. 553(b)(1)] to pay the costs of cooperative arrangements for projects and activities such as:

> . . . exchange of vocational education teachers and other staff members with skilled technicians or supervisors in industry (including mutual arrangements for preserving employment and retirement status, and other employment benefits during the period of exchange), and the development and operation of cooperative programs involving periods of teaching in schools providing vocational education and of experience in commercial, industrial, or other public or private employment related to the subject matter taught in such schools.

8. *Collection and Dissemination of Information*

Among the miscellaneous provisions of the new law (Title III), there is a section [Sec. 303(a)(3)] dealing with the collection and dissemination of information for which the U.S. Commissioner of Education "shall develop, on both formal and informal bases, a close liaison for interchange of ideas and information with representatives of American business and with service, labor or other organizations, both public and private, to advance American education." The use of the word "formal" in this provision implies appointment of some form of advisory committee or committees.

The same section of P.L. 90-576 concerning collection and dissemination of information [Sec. 303(a)(7)] authorizes the U.S. Commissioner of Education to "enter into contracts with public or private agencies, organizations, groups, or individuals to carry out the provisions of this section." The other provisions of the section, not previously discussed, involve:

1. Preparing and disseminating complete information on programs of federal assistance to education for distribution to educators and the general public.

2. Collecting data on programs for the purpose of obtaining objective information for evaluating these programs.

3. Providing advice, counsel, technical assistance, and demonstrations to state and local educational agencies and institutions of higher education undertaking to initiate or expand vocational education programs.

Appendix D

Texas Advisory Council for Technical-Vocational Education
*S.B. No. 261**

AN ACT

creating an Advisory Council for Technical-Vocational Education to coordinate and develop programs for technical and vocational training in state educational institutions; and declaring an emergency.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

Section 1. This Act shall be known as the State Technical-Vocational Education Act of 1969. Its purpose is to provide the necessary legal basis to establish a state educational system which will develop trained personnel in the area of technical and vocational skills, and to accommodate the social and economic needs of the people of the State of Texas. Further, it is the purpose of this Act to comply in all respects with the Vocational Education Act of 1963, as amended, including those advisory functions therein specified. It is further the purpose of this Act to establish as a part of the total educational system of the State of Texas, one council responsible for the development of a program to train manpower, through education, to further industrial and economic development in the State of Texas.

Section 2. Wherever used in this Act, the following words shall have the following meanings:

(a) "Advisory Council" or "Council" means the Advisory Council for Technical-Vocational Education in Texas as provided for in this Act.

(b) "Secondary Schools" means those schools supported by the Permanent School Fund or as provided for in Article VII, Section 1, of the Constitution of the State of Texas.

(c) "Public Junior Colleges" means any Public Junior College in Texas which may be certified for state appropriations, as provided by Chapter 487, Acts of the 54th Legislature, Regular Session, 1955, as last amended by Chapter 12, Acts of the 59th Legislature, Regular Session, 1965, or as may be subsequently provided for by the Legislature of the State of Texas.

(d) "Public Senior Colleges and Universities" means any general academic teaching institution, as defined by Chapter 487, Acts of the 54th Legislature, Regular Session, 1955, as last amended by Chapter 12, Acts of the 59th Legislature, Regular Session, 1965, or as may be subsequently provided for.

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*Signed by the Governor on April 22, 1969.

(e) "Associate Commissioner" means the Associate Commissioner for Occupational Education and Technology in Texas.

(f) "Post-secondary Education" means education provided in any public junior college, technical institute, or public senior college and university, as defined hereinabove.

(g) "Apprenticeship" means apprentice training, trade extension and all post-secondary technical and occupational training programs operated by public schools and not being serviced by public junior colleges, technical institutes, senior colleges or universities.

Section 3. There is hereby established by the Legislature of the State of Texas a council known as the Advisory Council for Technical-Vocational Education in Texas, for which offices shall be provided by the Texas Education Agency in Austin, Texas. It is the purpose of the Advisory Council for Technical-Vocational Education in Texas to cause to be established a climate conducive to the development of technical, vocational, and manpower training in educational institutions in the State of Texas to meet the needs of industrial and economic development of the state. The Council is responsible for planning, recommending, and evaluating educational programs in the vocational, technical, adult education, and manpower training areas at the state level in the public secondary and post-secondary educational institutions and other institutions; and other boards or agencies will act upon these matters after receiving recommendations from the council, except as may be precluded by the Constitution or the laws of the State of Texas. The council shall perform only such functions as are herein enumerated and those as may be assigned to it by the Legislature or the governor. It will be the function of this council to recommend the coordination and implementation of programs of training consistent with the purpose of this Act, and subject to the approval of the State Board for Vocational Education.

Section 4. The council shall consist of 21 members who will be appointed by the State Board of Education for six-year terms after recommendation by the governor and subject to confirmation by the Senate. The membership will be constituted as follows:

(a) One member familiar with vocational needs and the problems of management in the state;

(b) One member familiar with vocational needs and the problems of labor in the state;

(c) Two members representing state industrial and economic development agencies;

(d) One member actively engaged in the administration of community or junior college vocational-technical education;

(e) One member actively engaged in technical training institutes;

(f) One member familiar with the administration of state and local technical-vocational education programs;

(g) One member having special knowledge, experience, or qualifications with respect to the administration of state and local technical-vocational education programs but who is not involved directly in the administration of such programs;

(h) One member who represents technical-vocational education at the secondary school level;

(i) One member, representative of local education agencies and school boards;

(j) One member who is familiar with the programs of teachers' training for technical-vocational teachers in the post-secondary institutions;

(k) One member who is familiar with post-secondary baccalaureate technological degree programs;

(l) One member representative of Comprehensive Area Manpower Planning Systems of the State;

(m) One member representative of those school systems with large concentrations of academically, socially, economically, or culturally disadvantaged students;

(n) One member having special knowledge, experience or qualifications with respect to the special educational needs of the physically or mentally handicapped persons;

(o) One member having special knowledge, experience or qualifications with respect to the locally administered manpower programs sponsored by organizations having voting representatives of the socioeconomically disadvantaged in their policy making bodies;

(p) Four members representing a cross section of industrial, business, professional, agricultural, and health service occupations;

(q) One member representing the general public. The membership shall elect, annually, their chairman, and such other officers as may be deemed necessary. Initial appointment of the council shall be made immediately following the effective date of this Act; seven appointments will be made for the term which shall expire August 31, 1971, seven appointments will be made for the term which will expire August 31, 1973, and seven appointments will be made for the term which shall expire August 31, 1975, or at the time their successors are appointed and qualified.

Section 5. Members of the council shall serve without pay, but shall be reimbursed for their actual expenses while attending meetings or for such work

of the council as is approved by the chairman of the council. The majority of the membership of the council shall constitute a quorum at meetings. The first meeting of the council shall be called by the governor as soon as the membership of the council is complete. Thereafter, the council will hold regular quarterly meetings, in the City of Austin, and at other times and places as shall be scheduled by it in formal session, as provided by the statutes of the State of Texas or as shall be called by the chairman of the council. Agenda for the meetings, in sufficient detail to indicate the items on which final action is contemplated, will be made available to the public and interested parties at least 30 days prior to each meeting.

Section 6. The chairman of the council may appoint such committees of the council or such advisory committees as the council shall deem necessary, from time to time. The council shall adopt and publish rules of procedure for the orderly transaction of its business and shall establish and publish rules and regulations in accordance with, and under the conditions applied to other agencies, by Chapter 274, Acts of the 57th Legislature, Regular Session, 1961, as amended by Section 1, Chapter 31, Acts of the 57th Legislature, 3rd Called Session, 1962 (Article 6252-13, Vernon's Texas Civil Statutes), to effectuate the provisions of this Act. The council shall grant any educational institution within its purview, a hearing upon request and after reasonable notice.

Section 7. The Council shall be the advisory council to the State Board for Vocational Education and shall:

(a) Recommend and evaluate the role and scope of secondary institutions, public junior colleges, community colleges, technical training institutes, and public senior colleges and universities in a comprehensive plan for developing manpower education and training in the State of Texas;

(b) Recommend the appropriate subjects to be taught at each level of training and in each of the above types of institutions;

(c) Recommend a state plan designating the method and the criteria to be utilized in establishing area technical schools which will be consistent with the Vocational Education Act of 1963, as amended, the Manpower Development and Training Act of 1962, as amended, and other federal statutes;

(d) Recommend and evaluate a list of courses offered by these types of institutions eligible to be funded by the Legislature or through the allocation of federal funds. These courses shall be freely transferable among the public institutions in the State of Texas, with credit for such courses to be given on the same basis as if they had been taken at the receiving institution;

(e) Recommend to the governor and the Legislature methods of funding existing programs and propose methods for funding new programs;

(f) Suggest and evaluate pilot projects and present recommendations to the governor and the Legislature for implementing cooperative programs among

the several types of institutions named hereinabove, which will provide a more effective and efficient method of supplying business and industry with trained manpower;

(g) Recommend the establishment of the responsibility of public schools, public junior colleges, community colleges, technical training institutes, and public senior colleges and universities in adult basic education, adult technical education, and adult vocational education;

(h) Recommend, encourage and evaluate cooperative programs between educational institutions and industry, and, with the assistance of industry, assist in the development of new curricula and instructional materials as may be required for new and emerging occupational categories as may be prescribed by industry;

(i) Provide up-to-date statistical data on employment opportunities in the Texas economy to persons trained in these institutions through cooperation with the Texas Employment Commission and other appropriate research agencies at both the state and national levels;

(j) Recommend a state plan for the development of a comprehensive Manpower program in conjunction with the Manpower Development and Training Act of 1962, as amended;

(k) Recommend the state plan, training institutions, and means of coordination of manpower training as provided in the Manpower Development and Training Act of 1962, as amended; and

(l) Recommend research projects as may be necessary to implement and improve a state-wide system of technical, vocational and manpower training from funds provided by appropriations from the United States Congress or private gifts, grants or awards;

(m) Recommend and evaluate a program of teacher certification for instructors of occupational training courses;

(n) Recommend and evaluate a state-wide plan for the development of a comprehensive program of apprenticeship training.

Section 8. (a) The Council shall employ such professional and clerical personnel and consultants as are necessary to perform the duties assigned by this Act.

(b) The Council shall make certain studies on its own initiative regarding a system of technical, vocational, adult education, and manpower training in the State of Texas and shall furnish reports and make such studies as may be requested by the governor or the Legislative Budget Board.

Section 9. The State Board for Vocational Education shall have the authority to allocate, as provided herein, funds appropriated by the Legislature of the State of Texas and funds of the United States Government received by the

State of Texas under the Vocational Education Act of 1963, as amended, and the Manpower Development and Training Act of 1962, as amended, or other such federal statutes, as may come under its jurisdiction. Only institutions and programs approved by the State Board of Education or the Coordinating Board, Texas College and University System will be eligible for the distribution of such funds; such program approvals shall include all those previously approved including Industrial Arts.

Section 10. The Council shall encourage cooperation between public and private institutions wherever possible.

Section 11. All financial reporting for post-secondary institutions shall be the same as that prescribed in the Uniform Reporting System provided in Chapter 487, Acts of the 54th Legislature, Regular Session, 1955, as last amended by Chapter 12, Acts of the 59th Legislature, Regular Session, 1965, adopted by the Coordinating Board, Texas College and University System. The council will obtain student enrollment data and instructional data and financial data gathered by the Uniform Reporting System established by the Coordinating Board, Texas College and University System, or by the Texas Education Agency, whichever may be applicable.

Section 12. The Texas Education Agency, the Coordinating Board, Texas College and University System, the Texas Employment Commission, and all other state boards and agencies are directed to cooperate with the Advisory Council and to supply such information and material as requested by the Council.

Section 13. In achieving the goals outlined in this Act and the performing of functions assigned to it, the council may contract with any other state governmental agency as authorized by law, with any agency of the United States Government, and with corporations and individuals. The council shall propose, foster, and encourage the use of interagency contracts among the educational institutions to reduce duplication and to achieve better utilization of personnel and facilities.

Section 14. The Council may accept gifts, grants, or donations of personal property from any individual, group, association, or corporation or the United States Government, subject to such limitations or conditions as may be provided by law, and provided that gifts, grants, or donations of money shall be deposited with the State Treasury and expended in accordance with the specific purpose for which given under such conditions as may be imposed by the donor and as provided by law.

Section 15. The Council shall make a report of its activities to the governor annually, and to the Legislature not later than December 1 prior to the regular session of the Legislature.

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Section 16. (a) It is recognized that the State Board for Vocational Education is vested with the final authority to accept or reject the recommendations of the State Advisory Council.

(b) Recommendations of the State Advisory Council submitted to the State Board for Vocational Education must be acted upon, and either accepted or rejected.

(c) Any recommendations which are rejected must be returned immediately to the Advisory Council.

Section 17. The Council replaces and supersedes the State Advisory Council on Vocational Education appointed by the State Board of Education.

Section 18. (a) There is hereby created the position of Associate Commissioner for Occupational Education and Technology within the Texas Education Agency.

(b) The associate commissioner shall be a person of high professional qualifications, having a thorough background of training and experience in the fields of technical, vocational, adult, and manpower education and training, and shall possess such other qualifications as the Commissioner of Education may prescribe.

(c) The associate commissioner shall be selected by the Commissioner of Education with the advice and consent of the State Board of Education.

(d) The Associate Commissioner for Occupational Education and Technology will publish annually and make available to public institutions of education provided for in this Act, a certified list of courses for which funds may be made available in accordance with the appropriations of the Legislature of the State of Texas. Only those courses which appear on the certified list will be approved for appropriations or allocations of funds.

Section 19. There is hereby created a joint committee for the purpose of advising the two participating boards, the State Board for Vocational Education and the Coordinating Board, Texas College and University System, in coordinating approval and funding of vocational-technical-occupational programs and vocational-technical teacher education programs offered or proposed to be offered in the colleges and universities of this state.

Section 20. Said committee is to be composed of three (3) members from the State Board for Vocational Education appointed by the Chairman of the Board, three (3) members from the Coordinating Board, Texas College and University System, appointed by the Chairman of the Coordinating Board, and three (3) members from the Advisory Council appointed by the Chairman of the Advisory Council, so that program approval and program funding may be compatible endeavors.

Section 21. It shall be the duties of this committee to hold regularly scheduled meetings for the purpose of coordinating and developing planning efforts of the two boards, their staffs, and advisory personnel through the exchange of information and through the development of suggestions and recommendations.

Section 22. If any provision of this Act or the application thereof to any person or circumstance is held invalid, such invalidity shall not affect other provisions or applications of the Act which can be given effect without the invalid provision or application, and to this end the provisions of this Act are declared to be severable.

Section 23. This Act takes effect on September 1, 1969.

Section 24. To the extent that any other law is in conflict with or inconsistent with the provisions hereof, the provisions of this Act shall take precedence and be effective.

Section 25. The importance of this legislation and the crowded condition of the calendars in both Houses create an emergency and an imperative public necessity that the Constitutional Rule requiring bills to be read on three several days in each House be suspended, and this Rule is hereby suspended; and that this Act take effect and be in force from and after its passage, and it is so enacted.